



**EMPLOYMENT**

**GUARANTEE**

**SCHEME**

**MAHARASHTRA STATE**

*Issued by*  
The Planning Department  
Government of Maharashtra  
December 1975

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## PREFACE

The Employment Guarantee Scheme which has been launched by the Maharashtra Government has attracted considerable attention all over the country particularly because of its impact on the economic conditions of the weakest sections of the community. The scheme has been in operation in an effective way since the last two years. It is constantly under review and examination with a view to achieve the objectives in a quicker and better manner.

The fundamental objectives of the scheme are the guarantee of manual work for unskilled rural labour, the payment of wages according to the quantity and quality of work, the organisation of such works departmentally and not through contractors and above all the creation of durable productive assets to the community. In the pages that follow a brief account of the scheme has been presented about the working of the scheme. We will be only too happy to give such other information as readers of this publication may desire.

S. B. CHAVAN,  
Chief Minister,  
Maharashtra State.

23rd December 1975

# **EMPLOYMENT GUARANTEE SCHEME**

**(MAHARASHTRA STATE)**

## **SALIENT FEATURES**

- 1. BEGINNING OF THE SCHEME**      The EGS was introduced in May 1972 but suspended during drought period of 1972-74. Again it was started from 1974-75.
- 2. OBJECTIVES**      State guarantee to provide Employment in manual work (gainful to the individual and productive to the community) to all unskilled persons in rural and 'C' Class Municipal areas who are in need and desirous of rendering manual work but cannot find it anywhere.
- 3. PLANNING OF WORKS PROGRAMME**      Manpower Budget of labour demand and supply is prepared at Panchayat Samiti level. Similarly blue prints of productive works which would create community assets are also prepared at Panchayat Samiti level. Based on manpower budget, a sub plan of EGS is dovetailed with the main district Plan.
- 4. ORGANISATION**      Guarantee is given at the district level. Operationally it will be effective at the Panchayat Samiti level. As far as possible work is provided within a radius of 5 kms. If work is not available within Panchayat Samiti area the work is provided in the adjoining Panchayat Samiti area within the district. Collector is in overall charge of the scheme which is implemented departmentally (and not through contractors) by various implementing agencies of the Government and Zilla Parishads.

## 5. OPERATION

Only labour intensive works of productive nature which create durable community Assets are taken up under the scheme, namely :

### (A) IRRIGATION—

- (i) Minor irrigation.
- (ii) Labour intensive component of major and medium irrigation projects.
- (iii) Desilting of village tanks etc.
- (iv) Other irrigation schemes to ensure full utilisation of water from public resources.

### (B) SOIL CONSERVATION AND LAND DEVELOPMENT

- (i) Soil conservation, Ayacut etc.
- (ii) Nalla bunding/grading/training etc.
- (iii) Comprehensive land development.
- (iv) Water drainage scheme to remove salinity.

### (C) AFFORESTATION ETC.

### (D) ROAD WORKS IN HILLY AND ADIWASI AREA.

### (E) ' C ' CLASS MUNICIPAL AREAS—

- (i) Unskilled portion of works of water supply and drainage schemes.
- (ii) Manufacture of bricks and tiles for being used as raw material for the rural housing scheme.
- (iii) Productive works useful for promoting agriculture if agricultural lands are included within the jurisdiction of the Municipal areas.

## 6 WAGES

.. Wages are paid according to the quality and quantity of works output without discrimination of sex and on the basis of task schedule which enables an average worker to earn Rs. 3 per day of seven hours work.

## 7. INSPECTION, SUPERVISION AND EVALUATION

For planning, direction, control and evaluation of the scheme, the following committees are appointed :

- (I) A State Level Committee under the Chairmanship of Chief Minister with ministers of the concerned Departments as members.
- (II) Official Level Committee under the Chairmanship of Secretary to Government, Planning Department with Secretaries of concerned Departments as members.
- (III) District Level Co-ordination and Review Committee for integrated development with the minister in-charge of the district as Chairman with M.Ps., M.L.As. and M.L.Cs. of the district and the representatives of the Zilla Parishads etc. as members.
- (IV) The Taluka Level Co-ordination and Review Committee consisting of M.L.As. and M.L.Cs. of the taluka and representatives of the Panchayat Samities etc.

## 8. ACHIEVEMENTS AND PROGRESS

*Progress of Expenditure and Mandays generated during 1975-76 (from April 1975 to October 1975).*

				Expenditure Rs. in Lakhs	Mandays in Lakhs
April	..	..	..	184.71	82.18
May	..	..	..	192.35	85.88
June	..	..	..	347.13	153.99
July	..	..	..	270.18	117.83
August	..	..	..	170.81	71.35
September	..	..	..	171.80	70.58
October	..	..	..	183.20	57.78
November	..	..	..	N.A.	N.A.
Total upto October 1975				1,520.18	639.59

*Expenditure incurred and mandays of employment generated on the EGS works.*

Year			Expenditure incurred (Rs. in Lakhs)	Mandays of employment generated (in Lakhs)
1972-73	..	..	188.10	45.14
1973-74	..	..	188.74	50.83
1974-75	..	..	1,371.52	480.50
1975-76	..	..	1,520.18*	639.59
Upto October 1975				

\*Rs. 1,279.58 lakhs— On wages.

*Categorywise number of works in progress under Employment  
Guarantee Scheme (as on 30th June 1975)*

Serial No.	Type of work				Number of works
1	Irrigation Works	..	..	..	2,297
2	Soil Conservation and Land Development Works	..	..	..	2,067
3	Road Works	..	..	..	341
4	Forestry	..	..	..	190
5	Other Works	..	..	..	29
Total					4,924

*Pattern of expenditure on Employment Guarantee  
Scheme during 1974-75*

Serial No.	Type of work				Percentage of expenditure incurred
1	Irrigation	..	..	..	78·10
2	Land Development	..	..	..	7·80
3	Allorestation	..	..	..	3·50
4	Road Works	..	..	..	9·60
5	Other Expenditure	..	..	..	1·00
Total					100·00

**Resolution by Hon'ble the Chief Minister**

It is resolved that this House fully endorses the statement placed on the Table of the House today (20th December 1974) by me ;

This House further resolves that in the light of the said statement, the State Government do amend the Government Resolution, Planning Department, No. EGS-1074/3616/P-4, dated 20th September 1974 and take such further steps as may be necessary for the implementation of the said resolution so amended.

**Resolution by the Leader of the House**

It is resolved that this House fully endorses the statement placed on the Table of the House today (20th December 1974) by me as Leader of the House ;

This House further resolves that in the light of the said statement, the State Government do amend the Government Resolution, Planning Department, No. EGS-1074/3616/P-4, dated 20th September 1974 and take such further steps as may be necessary for the implementation of the said resolution so amended.

**STATEMENT PLACED ON THE TABLE OF THE HOUSE BY  
HONOURABLE THE CHIEF MINISTER ON FRIDAY  
THE 20TH DECEMBER 1974**

**Employment Guarantee Scheme in Maharashtra**

**Preamble**

The Government of Maharashtra reiterates its recognition to the right to work having regard to the directive principle in this respect as enshrined in the Constitution of India (Article 41) and accepts the responsibility to provide full employment to those who seek it, as the major and fundamental objective of its fiscal and economic policy. The Employment Guarantee Scheme is the first step in that direction and as the Government have accepted this obligation to give work, failure to do so by the officer of Government will amount to dereliction of duty, but it is made clear that it does not involve legal remedy for payment of compensation in favour of the seeker of the job.

While the population is increasing at a very rapid rate, food production is lagging behind our requirements. The problem of rural unemployment and under-employment which is a chronic characteristic of our economy needs to be immediately tackled as it is causing an adverse effect on agricultural production. The Employment Guarantee Scheme, therefore, has assumed vital importance not only for the State of Maharashtra but for the country as a whole, considering the grave danger that rural unemployment poses to the national economy. The national importance of the Scheme is also high-lighted by the fact that it attempts to protect the interests of the largest and the weakest section of the society i.e. landless labourers.

All sections of the House feel that the scheme should succeed to the fullest extent and that under no circumstances should be smothered or scuttled down on account of either administrative inefficiency, paucity of funds, political controversy or apathy on the part of social workers. The financial implications of the Scheme necessitate that the work to be provided to the rural unemployed must be productive in nature and also calculated to boost production in agricultural sector as well as in the sector of cottage and village industries. While there could be different approaches to this question, the House realises that the problem of unemployment will have to be attacked on all fronts.

However, at the moment the House is concerned with the items detailed in para 5 of the Government Resolution under consideration and with a view to fill in the lacuna in the Government Orders as a whole, the House suggests following amendments in the form of our unanimous recommendations :—

(1) *Nature of work, location of the same and distance from the residence of the workers*—The types of works mentioned in paragraph 5 should include levelling of land, comprehensive land development and even terracing on small scale wherever necessary. In this respect the following suggestions could be considered :—

(a) Wherever possible comprehensive land development programme on watershed and catchment basis should be undertaken. This work could and should be provided within a distance of 5 kms.

(b) When the programme is undertaken beyond 5 kms. from a village arrangement for camping should invariably be made. The camp arrangements should include humble huts, potable water, sanitary arrangements i.e., urinals for women and medical aid. So far as medical aid is concerned, it would suffice if there are first aid facilities and arrangement for removal of the patient to the nearest medical centre in the case of accidents or illness. Fair price shop is the prime necessity.

(2) *Exact works to be undertaken in the scheme*.—The works to be undertaken under this Scheme should be identifiable by the following criteria :—

(a) Works should necessarily be executed departmentally. Gang-system may be there, yet there will not be regular contractors as such.

(b) The work should necessarily be of labour intensive type, the unskilled labourers' wage component being 60 per cent. However, there can be some exceptions.

(c) Specific works mentioned in the annual budget shall not be shifted to the Employment Guarantee Scheme unless funds provided in the budget for that year are exhausted.

(3) *Conditions for starting work*.—It is the earnest desire of the House that the working of the Employment Guarantee Scheme should not

adversely affect operation and development of agriculture. In view of the vast number of unemployed and underemployed landless labourers and small cultivators in the rural areas the House does not apprehend that agriculture will be so affected by the Scheme and hence the repetitive reference to such a contingency is, it is felt, unnecessary. The House accepts that Agriculture is of vital importance to our national life and that it should, in no way, be affected by any scheme, much less the Employment Guarantee Scheme, but the House feels that the principle of minimum agricultural wage or the guarantee of work secured to the labourers should neither be violated. The House is, therefore, of the opinion that the Collector should hold the balance between these two aspects and should see that neither is affected in actual operation. The Collector while denying work under the Employment Guarantee Scheme on account of needs of agricultural operations should ensure that the persons diverted from the Employment Guarantee Scheme to agricultural operations get full time work and minimum wage there.

(4) *Fixation of Wage Rates.*—As the payment of wages under this scheme has to be made according to quality and quantity of the work, there has to be a schedule of works and fixed rates of payment with reference to that schedule. The House feels that average person's (male or female) seven hours' work per day should make him or her able to earn Rs. 3. The schedule should be evolved keeping this aspect in mind. Actual payment would, of course, go by the measurements and the quality of work. All this should be explained to the workers on the spot. The House is of the view that once this is accepted, there would be no question of maximum or minimum. For the present, however, this House endorses the uniform norms and the schedules of work evolved last year during the drought period and would not mind if the same are continued without any cut whatsoever for one year at least. If, however, revision is felt necessary the same could be undertaken strictly on the basis mentioned above. In this respect the House supports the method of the calculation and linkage of the wage with cereal component to be taken as 50 per cent of the total budget of wage-earner mentioned in the Report of the Study Committee on Employment Conditions of Agricultural Labour in Maharashtra State (with reference to Minimum Wages). The House need not give details here, but it may be stated that the House stands by the contents of the said report and the revision

of the present schedules should be undertaken strictly on that basis. It is made clear that minimum wage of Rs. 3 was fixed with reference to Re. 1 and 5 nps. per kilo of jowar issued through Government approved fair price shops.

The condition of 50 persons coming forward for asking for work as mentioned in the Government Resolution in question is meant for starting new work. It is made clear inside the House and outside more than once that if less than 50 persons come forward they will have to be absorbed in the continuing works. The condition of 50 persons is only meant for administrative purpose and for the purpose of economic viability of the work.

(5) *Resources.*—The House feels that the problem of resources needed to implement Employment Guarantee Scheme is of vital importance and it should be tackled by undertaking new special taxation measures. A special employment guarantee tax can be imposed on all those sectors that are able to pay i.e. irrigated farming, organised industry, gainful professions, wealth and property holding, lending, unearned income, secured employment, etc. The tax burden should not be heavy, but it should be universal as far as possible. The expenditure on the EGS should be met half to half from special taxation and contribution from the normal budget and there should be a separate fund exclusively earmarked for the Employment Guarantee Scheme. Administrative arrangements for the operation of this Fund will have to be made.

The House appeals to the Central Government that it should come to the aid of the Maharashtra Government in this pioneering task. All the same the House emphasises that the Maharashtra Government should proceed with the scheme irrespective of whether it received aid from the Centre or not.

(6) *Official Organisation and Participation of Non-Officials.*—As regards the official organisation, the House has nothing to suggest at this stage. The House welcomes that the revenue wing of the Government is held responsible for deployment and the other agencies for actual implementation of the scheme. In the Block Committees representatives of recognised political parties should be drafted where they are not represented as non-official members, elected or otherwise, care being taken that the parties effective in a particular local area get such representation.

The House feels that the following points should be included in the Government Resolutions :—

- (a) Payment shall be made on weekly basis.
- (b) Implements for work shall be provided by Government.
- (c) Workers residing in 'C' class municipal areas shall be given work under the Employment Guarantee Scheme though outside the municipal limits. Their place of residence shall not disqualify them for getting work.
- (d) In exceptional cases where there is no adult earning member in a family even a minor of the age between 15 and 18 shall be given work and shall be paid according to the quantum of work.

## I

**Preamble of the Government Resolution, Planning Department,  
No. EGS. 1074/3616/P-4, dated 20th September 1974.**

**(A) PREAMBLE**

As a part of the 15-point programme formulated by the Maharashtra Government for the development of the State's economy, an Employment Guarantee Scheme was sanctioned under Government Resolution, General Administration Department, No. 111/1 GS/1072/p 1, dated 29th March 1972. This scheme was intended to provide productive employment to the rural population and thereby solve the problem of rural poverty and has been in existence for over two years. The implementation of the scheme in the different areas of the State has been under the constant review of Government. Several deficiencies in the operation of the scheme have come to light and several valuable suggestions have also been made with a view to making the guarantee of employment more fruitful and effective.

## II

**Preamble of the Government Resolution, Planning Department,  
No. EGS. 1075/P-4, dated 14th February 1975.**

1.1. (A) In providing a guarantee of work to the rural population throughout the State the Government has recognised, in the case of weaker sections of the community, the right to work having regard to the directive principle as enshrined in Art. 41 of the Constitution of India and has accepted the responsibility to provide full employment to all adults residing in the rural areas who seek work. The Government desires to reaffirm that the employment guarantee scheme constitutes a major and fundamental objective of its fiscal and economic policy and that this scheme having been accepted by all sections of the State Legislature enjoins upon all officers of the State Government concerned with its implementation a bounden duty to perform all tasks which are necessary for its full and faithful implementation. The Employment Guarantee Scheme is the first step in the direction of recognition of the right to work and the responsibility of the Government to provide full employment to those who seek it ; at the same time Government desires that it should be made clear to all concerned that it does not involve a legal remedy for payment of compensation in favour of seekers of jobs.

1.2. While the population is increasing at a very rapid rate, food production is lagging behind our requirements. The problem of rural

unemployment and under-employment which is a chronic charactersitic of our economy needs to be immediately tackled as it is causing an adverse effect on agricultural production. The Employment Guarantee Scheme, therefore, has assumed vital importance not only for the State of Maharashtra, but for the country as a whole, considering the grave danger that rural unemployment poses to the national economy. The national importance of the Scheme is also highlighted by the fact that it attempts to protect the interest of the largest and the weakest section of the society i.e., landless labourers.

1.3. Government desires to impress on all concerned that under no circumstances should the scheme be allowed to be impeded on account of either administrative inefficiency, paucity of funds, political controversy or apathy on the part of social workers. The financial implications of the Scheme necessitate that the work to be provided to the rural unemployed must be productive in nature and also calculated to boost production in agricultural sector as well as in the sector of cottage and village industries. While there could be different approaches to this question, it is realised that the problem of unemployment will have to be attacked on all fronts.

1.4. However, having regard to the immediate problem of realising the objective set out by the State Government and after taking into account the views of all sections of the State Legislature Government has decided that certain amendments should be made in the Government Resolution, Planning Department, No. EGS. 1074/3616/p-4, dated 20th September 1974 so as to remove the deficiencies in the scheme and to clarify the intentions of Government regarding its implementation.

### III

**Government Resolution Planning Department No. EGS. 1074/3616, P-4, dated 20th September 1974 as amended by Government Resolution, Planning Department, No. EGS. 1075/P-4, dated 14th February 1975.**

(The amendments are in italics)

### **(B) OBJECTIVES**

#### *Aim of Scheme*

2. The aim of the Employment Guarantee Scheme is to provide gainful employment-gainful to the individual as well as to the community-

in manual work to all able-bodied adults in rural areas who are in need and who are desirous of work but cannot find it either on farm and other allied operations in the area or on the normal Plan/Non-Plan construction and other works implemented by the Government Departments, the Zilla Parishads, the Panchayat Samitis and the Gram Panchayats. The scope of the guarantee scheme is indicated below :

#### *Scope of Scheme*

(1) The guarantee will operate only in the rural areas of the State. It will not extend to the areas of municipal councils and corporations; *but workers residing in 'C' class Municipal areas shall be held eligible to get work under the Employment Guarantee Scheme.*

(2) The guarantee is restricted to provision of unskilled manual work;

(3) The guarantee extends only to adults i.e. men and women over 18 years of age, normally residing in villages and in C class Municipal areas who require work and who give a notice of demand for manual work. *In exceptional cases where there is no adult earning member in a family, a minor of the age between 15 and 18 shall be given work under the Employment Guarantee Scheme and shall be paid according to the quantum of work.*

(4) The participants in the scheme will have no choice of work. They will have to accept work which may be offered to them ;

(5) The participants will also have no choice of the area of work and the distance to be travelled from their residence to the place of work;

(6) It should be seen that the implementation of the scheme does not adversely effect agricultural operations and production;

(7) The scheme will not be activated where employment potential is available on Plan or Non-Plan works in progress and the guarantee could be fulfilled by utilising the same ;

(8) It should be ensured that the provision of employment under the guarantee results in the creation of durable productive assets in each area ;

(9) Work should be provided, after a demand for the same has been received, within 15 days of such demand.

### (C) PLANNING

#### Taluka/Panchayat Samitiwise details of Scheme

3. (i) The proper planning of the employment guarantee scheme is a *sine qua non* for its effective organisation and fruitful implementation. The Collector of the district shall obtain from (i) the heads of the various departments in the district or (ii) the regional or other State heads of departments and (iii) the Government, the block/Panchayat Samitiwise plans for various works proposed to be undertaken in the district. These plans should incorporate details as to whether the works are continuing or new, about the budget provisions made or likely to be available, whether surveys and plans and estimates have been prepared or are under way, the direct employment in manual labour likely to be generated by these works, the availability of tools, equipment, plant and machinery or technical know-how, how the work has been or proposed to be undertaken departmentally or through contractors, and if the latter, steps proposed to be taken for ensuring that the contractors employ local labour to the maximum extent possible. Talukawise lists of works according to priorities should be sent to the Tahsildar of the Taluka,

#### Blue Print of Productive works to be proposed

(ii) On the basis of these details which should be available talukawise/Panchayat Samiti/area-wise, blue prints of productive works should be prepared by the Tahsildar containing (a) Taluka/Panchayat Samiti area-wise work programme under the normal plan/non-plan budgets ; and (b) Contingency list of works which can be activated under the Employment Guarantee Scheme in each Panchayat Samiti area. The blue prints should cover a period of two years and the works should be phased for each working season.

#### Inventory of Equipment

(iii) A complete inventory of equipment like road-rollers, dumpers, etc., available in the district with the several departmental implementing agencies should simultaneously be prepared talukawise so that it may be possible to divert such machinery from areas where their need is not so great to other pockets where the need is greater.

### Register of Employment Seekers

(iv) The Secretary of each Village Panchayat should prepare an up-to-date register of employment seekers for the village in accordance with the Form III prescribed under Rule 17(A) of the Maharashtra Village Employment Fund Rules, 1974 framed under the Bombay Village Panchayats Act, 1958. (copy appended as Annexure I).

(v) The Village Panchayat will assess the scope for provision of employment on local schemes under the Village Employment Fund Rules and prepare a list of work-seekers desirous of rendering manual labour and requiring work under the Guarantee Scheme and forward the list to the Tahsildar of the Taluka who will maintain a Register of work-seekers Panchayat Samiti-wise.

(vi) *The Executive Officer of the 'C' class municipality should prepare an up-to-date register of employment seekers for the 'C' class municipal areas in accordance with the form appended as annexure 1. The Executive Officer of 'C' class municipal council will assess the scope of the provision of employment on local schemes and prepare a list of work seekers desirous of rendering manual labour and requiring work under the Guarantee Scheme and forward the list to the Tahasildar of the Taluka.*

### Manpower Budget

(vi) At the Panchayat Samiti level a manpower budget should be prepared by the Tahsildar in consultation with the Block Development Officer in accordance with the instructions given to him. Detailed instructions for the preparation of a talukawise manpower and works budget together with the operational procedure involved therein are being separately issued.

## (D) ORGANISATION

### Guarantee at District Level

4. (i) While the guarantee of employment is given at the district level, operationally it will be effective at the Panchayat Samiti level as far as possible. If work is not available within a Panchayat Samiti area the guarantee will be deemed to have been fulfilled if work is provided in the adjoining Panchayat Samiti area within the district, ensuring at the same

time that there is a continuity of work for 15 to 30 days. When the programme is undertaken beyond 5 kms. from a village, arrangement for camping should invariably be made. The camping facilities should include fair price shop, humble huts, potable water, sanitary arrangements i.e. urinals for women and medical aid i.e. first aid facility and arrangements for removal of patients to the nearest medical centre in the case of accident or illness.

**Collector to be in charge of E.G.S.**

(ii) The Collector of the District shall be in overall charge of the employment guarantee scheme. The works to be taken up under the scheme shall be selected only from the blue print approved by the District Employment Committee constituted at the district level.

(iii) The implementing agencies to be fixed by the Collector will include Government departments such as Soil Conservation, Buildings and Communications, Irrigation and Power, Forests, Zilla Parishads or Panchayat Samitis according to the usual jurisdiction of each of these agencies.

(iv) The Collector shall also be responsible for allocating the works in the district among the various implementing agencies but while doing so he shall consult the implementing agencies and take into account their capacities and commitments. However, after the decision is taken by the Collector to allot any particular work to any particular implementing agency, it shall be the duty of the head of the implementing agency, in the district to scrupulously ensure the effective implementation of the works. If there are any difficulties faced by him he shall bring them to the notice of the Collector and the Divisional head of the Department concerned but the implementation of the work shall not, under any circumstance, be delayed, stopped or slowed down. Government will consider any hesitation of the departmental head of the district implementing agencies in this regard as a dereliction of duty and the Collector shall be authorised where necessary to move the superior authorities of the delinquent to take appropriate action. Similarly, the implementing agencies shall be responsible to the Collector for the proper maintenance of accounts of the expenditure incurred, measurement of physical work done, payment of wages to labour, submission of periodical statements of attendance, details of work and accounts.

## (E) OPERATIONAL

### Only Productive Works to be taken

5. Only labour intensive works of a productive nature which create durable community assets should be included in the blue-prints of works. Minor irrigation works such as percolation and storage tanks, deepening of partially dug community wells upto 40 feet deep, provided there is a certificate from Groundwater Survey and Development Agency to the effect that such well is likely to be successful, soil conservation and land development works like contour bunding, terracing, nalla bunding and grading, nalla training, anti-water logging and water training, drains and distributory canals, field channels, trenches and afforestation, desilting of Malguzari tanks which are not purely private, water drainage schemes to remove salinity, measures to ensure full utilisation of water from public sources, are suggested as illustrations. *Wherever technically and economically feasible and financially possible, comprehensive land development programme on water-shed and catchment basis should be undertaken. Such work could be made available to needy persons within a distance of 5 kms.* In hilly and inaccessible areas where productive works are not available, road works which form part of the 1961-81 Road Plan may be included.

### Definition of Labour Intensive Works

6. Labour intensive works are defined as those which have a ratio of wages of unskilled labour to equipment, materials, supervision charges, cost of masons, carpenters and other skilled workers etc. at 60: 40 or higher. Works requiring larger components of skilled labour or materials like cement, steel, cross-drainage works etc., will not normally be permitted under the Employment Guarantee Scheme, except to the extent required for the completion of work taken-up during the earlier drought periods or which are in the Plans and which have not been completed. *Care should be taken to see that specific works provided in annual budget are not shifted to the Employment Guarantee Scheme unless funds provided in the budget for that year are exhausted.*

### Size of Works

7. Small items of works should not normally be included. As far as possible, the size of work should be such as can be completed within one or two seasons and, therefore, no work ordinarily costing less than

Rs. 20,000 or more than Rs. 5 lakhs should be included in the blue-print. If a work costs more than Rs. 5 lakhs, the prior approval of Government to its inclusion in the blue-print should be obtained. However, a group of nalla bunding works or completion of community wells in a cluster of adjoining villages or land development works in a delta-catchment or water-shed area should be considered as a single work for the purpose of the Employment Guarantee Scheme.

### Wage Rates

8. *Government has decided that wage rates should be fixed in accordance with the uniform norms and the schedules of works evolved and indicated in Government Resolution, Revenue and Forests Department, No. WKS-5772/174335 J, dated 5th January 1973 for the drought relief works for each of the tasks. The schedule of rates for works undertaken under the Employment Guarantee Scheme should be as appended in Annexure II. The wage rates for soil conservation and afforestation works which are not included in the schedule of rates should be paid in accordance with the schedule of wages for such works prescribed by Agriculture and Co-operation Department, and Revenue and Forests Department, respectively. The rates will be reviewed after one year if necessary. Wages shall be paid on a weekly basis and according to the quality and the quantity of the work done without discrimination of sex, such that average person's (male or female) 7-hour work per day should make him or her able to earn Rs. 3. Government has also decided that the hours of work should be fixed locally on this basis and that only those persons who report for duty at the time so fixed should be taken up on the work. The basis on which the wages are calculated for a group task should be explained to the workers on the spot. The implements for work shall be provided by Government and on no account should any deduction be made in respect of hire/use charges of implements from the wages payable to the workers.*

### Conditions for starting EGS Works

9. No work under the Employment Guarantee Scheme should be commenced unless the following conditions are complied with:—

- (i) The full requirements of labour on various farm operations and other allied activities in the rural areas are met;

(ii) Labour is deployed to the existing Plan or non Plan construction works within the Panchayat Samiti area or in the adjoining Panchayat Samiti area wherever possible;

(iii) Full employment potential of existing works in progress or on incomplete productive works is exhausted.

10. Work under the Scheme can be commenced only if there are 50 or more persons requiring to be absorbed after deployment as stated above, without effecting the principle of guarantee of work to job-seekers. *It is clarified that if less than 50 persons come forward they will have to be absorbed, in the continuing works.* Incomplete productive works should have an absolute priority and new productive works may be taken up if there are no incomplete productive works to absorb the persons who demand employment in accordance with the guarantee. An exception for commencing a work under the scheme should be made in hilly and adivasi areas if the Collector in his discretion considers that there exists a potential demand for work and that more than 50 persons would come forward within a week of actual commencement of the work.

10-A. *It is the earnest desire of Government that the working of the Employment Guarantee Scheme should not adversely affect the operation and development of agriculture which is of vital importance to our national life, but having regard to the magnitude of the unemployed and under-employed landless labourers and small cultivators in the rural areas, Government does not apprehend such adverse effect on the productive activities in the Plan. Government, therefore, directs that in no case should the guarantee of work secured to the labourers as also the principle of the minimum agricultural wage adopted by the Government be violated and that the Collectors should hold the balance between these two aspects so that neither is affected in actual operation. It shall be the responsibility of the Collector to ensure that labourers in need of work secure full-time work and that those who are diverted to agricultural operations in the area get the prescribed minimum wage in agriculture.*

**Employment Guarantee Scheme works to be executed Departmentally.**

11. All works under the Employment Guarantee Scheme should necessarily be executed departmentally and not through contractors.

An exception is made only for gorge filling where this is absolutely necessary and for the waste-weir component of work of percolation tanks which should be executed on the basis of a piece rate or a gang system but at wage-rates payable to unskilled labour in accordance with the tasks prescribed under the Employment Guarantee Scheme. *However, where skilled labour is required to be employed they will be paid in accordance with the District or Departmental schedule of wages for such skilled work.*

12. Government has further decided that all departments of the Government, Zilla Parishads and Panchayat Samitis which execute various plan and non-plan construction works through the system of contractors should be requested to direct the contractors to take the maximum number of local labour on the works already given by them to contractors. In regard to new contracts it has been decided that a clause should be included in the contract or ensuring that the local labour to the maximum extent possible is employed by the contractors as a condition of the contract.

## (F) INSPECTION AND SUPERVISION

### Performance Audit Squad

13. A performance audit squad consisting of 3 persons should be established under the direct control of the Collector of each district. Orders for creation of the necessary posts for the squad will issue separately. The performance squad will be responsible for checking the implementation of works with reference to the number of workers on the muster roll, output of work done, timely payment of wages, technical supervision regarding quality of work, arrangements made for deployment of labour and all other matters regarding implementation of the Employment Guarantee Scheme in accordance with the objectives and procedures prescribed by Government. The squad should continuously report to the Collector who will take immediate action on the audit report under intimation to Government. If any irregularities are observed, the defaulting officer will be charged with dereliction of duty and the Collector will take suitable action through the competent authority to suspend the defaulting officer immediately.

### **State Level Committee on Employment Guarantee Scheme**

14. Government has decided to set up immediately a State Level Committee under the Chairmanship of the Chief Minister. The Committee will consist of the following members :—

Minister for Irrigation,  
Minister for Agriculture,  
Minister for Finance,  
Minister for Industries and Labour,  
Minister for Revenue,  
Minister for Buildings and Communications,  
Minister for State Planning,  
Secretary (Planning)—Secretary.

The State Level Committee will approve guidelines and make a periodical appraisal of the employment situation in the rural areas of the State on a continuing basis.

### **District Level Committee**

15. At the District Level, there shall be a District Level Employment Committee for Planning, direction, control, co-ordination and evaluation of the Employment Guarantee Scheme. The composition of the District Committee shall be as follows :—

Minister in charge of the District—Chairman,  
Collector of the District—Vice-Chairman,  
All Members of Parliament,  
Members of Legislative Assembly,  
and Members of Legislative Council from the District,  
President, Zilla Parishad,  
Chief Executive Officer, Zilla Parishad,  
Deputy Chief Executive Officer (Planning), Zilla Parishad—Secretary.

The District Committee shall be assisted by the District Employment Officer of the Industries and Labour Department and the District Statistical Officer of the Directorate of Economics and Statistics. The services of the Deputy Chief Executive Officer (Planning) of Zilla Parishad shall stand requisitioned under section 261(2) of the Maharashtra Zilla Parishads and Panchayat Samitis Act for the Employment Guarantee Scheme.

### **Panchayat Samiti Level Committee**

16. At the Panchayat Samiti level, there shall be a Committee for co-ordination, implementation, control, direction and evaluation of the Employment Guarantee Scheme in the Panchayat Samiti area. The composition of the Committee will be as follows :—

- The Sub-Divisional Officer of the area—Chairman,
- Chairman of the Panchayat Samiti—Vice-Chairman,
- All the Members of Legislative Assembly in the Panchayat Samiti area,
- The Member of Legislative Council residing in the Samiti area,
- 2 Non-officials from the Samiti area nominated by Government,
- The Block Development Officer,
- The Tahsildar of the taluka—Member-Secretary.

The Tahsildar will be assisted by an Extension Officer to be appointed by Government and the Block Statistical Assistant.

### **(G) INFORMATION AND MONITERING**

17. It shall be the responsibility of the Collector of the District to submit to Government progress reports of the Employment Guarantee Scheme in the district on a monthly basis and to furnish such other information as may be called for from time to time for making an appraisal of the scheme.

### **(H) FUNDS**

18. The Planning Department should release ways and means fund to the Collector on the basis of the monthly progress reports of expenditure. A detailed procedure for disbursement of funds to the implementing agencies and expenditure control through the District Treasury Officers is being worked out to facilitate the flow of funds.

### **(I) TRAINING**

19. The Planning Department should arrange for training of the operative personnel in manpower budgeting, formulation of projects and other operational procedures of the scheme.

## CONCLUSION

20. Government attaches the highest importance to the vigorous and effective implementation of the Employment Guarantee Scheme and desires to impress on all officers at all levels under the jurisdiction of the different Government departments as also the Zilla Parishads and the Panchayat Samitis that they should look upon the Employment Guarantee Scheme as a challenging task of crucial value to a large segment of the under-privileged section of the community in the rural areas and that they should render unstinted co-operation and assistance in the faithful and dedicated implementation of the scheme. It shall be the personal responsibility of the Collectors to secure this co-operation from all officers in the districts and to report to Government cases of failures, negligence or inadvantage.

21. Government also directs that the widest publicity should be given to these orders and operational procedures prescribed for planning and implementation of the Employment Guarantee Scheme throughout the State so as to create an atmosphere of work consciousness for the creation of durable and productive assets calculated to result in the development of the rural economy.

## ANNEXURE I

## FORM III

[See Rule 17(A)]

Prescribed under rule 117(A) of the Maharashtra Village Employment Fund Rules, 1974 framed under the Bombay Village Panchayats Act, 1958.

Village Register

To be filled in for  
Village

Employment Scheme

Name of the village

Village Panchayat

District

Taluka

## PART I

- (1) Name of the worker who wants the work . . .  
 (2) Name of the village/Address . . .  
 (3) Serial Number of the Register . . .  
 (4) Age (in complete years) . . .

Male/Female.

## PART II

*Details of the work given to the workers*

Description of the work in brief 1	Actual description of work 2	Working days (dates)		Wages given 5
		From 3	To 4	

Rs.

**ANNEXURE-II**  
*Schedule of Rates for Works undertaken under Scarcity Relief Programme*

Serial No.	Item	Task for 'B' Class workers in cu. M.	Task for 'C' Class Workers Cu. M.	Maximum rate per Cu. M.
1	2	3	4	5
				Rs. Ps.
1	Excavation in soil and soft murum including dressing section to the required grades, camber and side-slopes and depositing the excavated material within a reduced lead of 35 metres.	1.50 and above	1.20 and above	1.70
2	Excavation in hard murum including dressing section to the required grades cambers and side-slopes and depositing the excavated material within a reduced lead of 35 metres.	1.00 and above	0.80 and above	2.50
3	Excavation in hard murum and boulder including dressing section to the required grades, camber and side slopes and depositing the excavated material within a reduced lead of 35 metres.	0.70 and above	0.55 and above	3.50
4	Excavation in soft rock including dressing section to the required grades, camber and side-slopes and depositing the excavated material within a reduced lead of 35 metres.	0.35 and above	0.30 and above	7.30
5	Providing earth work in embankment in soil and murum from cutting in borrow pits laying breaking colds, dressing to required line, curves, grade and section as directed within a reduced lead of 35 metres (excluding consolidation and watering).	1.15 and above	0.90 and above	2.20
6	Providing earth work in embankment in hard murum from cutting or borrow pits laying, breaking colds, dressing to required line, curves, grade and section as directed within a reduced lead of 35 metres (excluding consolidation and watering).	0.85 and above	0.70 and above	3.00
7	Removal of blasted rock (mucking) including conveying upto a reduced lead of 35 metres breaking stones not requiring secondary blasting, clearing blasted area and exposed surfaces, etc.	0.50 and above	0.40 and above	5.00

Serial No.	Item	Task for 'B' Class Workers in cu. M.	Task for 'C' Class Workers in cu. M.	Maximum rate per Cu. M.
1	2	3	4	5
				Rs. P.
8	Extra for additional reduced lead of 15 metres.			0.30
9	Supplying and sacking hard murum with a reduced lead of 35 metres	1.00 and above	0.50 and above	2.50
10	Spreading hard murum soft murum/gravel/sand as required including conveying material from stacks, sectioning complete.	3.40 and above	2.70 and above	0.75
11	Collecting including breaking from surface and/or digging into ground rubble 6" to 5" size at quarry including stacking (without blasting)	0.85 and above	0.70 and above	3.00
12	Collecting including breaking from surface and/or digging into ground rubble 3" to 4" size at quarry including stacking (without blasting)	0.70 and above	0.55 and above	3.50
13	Breaking oversize metal 3" to 4" size from 6" to 5" size rubble already collected including stacking or filling pharas.	1.15 and above	0.90 and above	2.20
14	Breaking standard size (1½" to 2") metal from 6" to 9" rubble already collected including stacking or filling pharas.	0.40 and above	0.30 and above	6.25
15	Stacking metal murum, sand, gravel to specified dimensions	5.00 and above	4.00 and above	0.50
(b) Charges for transporting materials by cart including loading and unloading and stacking for different lead :				
	(1) Upto half a mile	..	..	2.80
	(2) Above half mile and upto one mile	..	..	4.60
	(3) Above one mile and upto two miles	..	..	7.00
	(4) Above two miles and upto three miles	..	..	9.50
	(5) Above three miles and upto five miles	..	..	14.00

Note.—Reduced lead is worked out as actual horizontal lead plus 12.5 times the vertical lift.

**GIST OF IMPORTANT GOVERNMENT ORDERS ISSUED ON THE EMPLOYMENT GUARANTEE SCHEME AFTER THE ISSUE OF THE G.R., P.D., No. EGS. 1075/P-4, DATED 14TH FEBRUARY 1975.**

**(C) PLANNING**

Collectors have been directed to make special efforts in carrying out surveys and investigation of suitable productive works in all the tribal areas in the District and prepare plans and estimates for works to be initiated under the EGS for the benefit of the tribal population.

(G.L., P.D., No. EGS. 1575/212/P-4, dated 14th April 1975)

The District Collector should prepare the blue prints of works which should include schemes involving an aggregate outlay of about Rs. 3 crores per year.

(G.R., P.D., No. EGS. 1075/EMP-EGS, dated 7th July 1975)

The Collector should ensure that respective departments make requisite budget provision for land compensation wherever necessary to ensure the EGS works are not allowed to suffer.

(G.R., P.D., No. EGS. 1075/CM/4-EGS, dated 7th August 1975)

In order to ensure timely preparation of blue prints, the District Collectors were directed to constitute special sub groups consisting of executive engineers of the irrigation, public works and housing departments and executive engineers, Zilla Parishad etc.

(G.R., P.D., No. EGS. 1075, dated 20th November 1975)

In order to avoid imbalances within the District the Collector have been directed to ensure that the works are fairly distributed.

(G.R., P.D., No. EGS. 1075, dated 29th November 1975)

**(D) ORGANISATION**

The overall controlling powers given to the Collectors in regard to the co-ordination for effective implementation of the EGS are reiterated and brought to the notice of the implementing agencies.

(G.L., P.D., No. EGS. 1075/EMP-EGS, dated 5th July 1975)

**(E) OPERATIONAL**

The District Collectors were authorised to entrust skilled portion of works undertaken under EGS on piece rate system to the local labour co-operative societies.

(G.L., P.D., No. EGS. 1075/2575/P-4, dated 26th April 1975)

The Government has constituted a Study Group consisting of the D.Ss. of the Planning, Public Works, Irrigation and Finance Department to examine the norms of staff and assess the inevitable additional requirements of technical and engineering staff required for the implementation of the EGS.

(G.R., P.D., No. EGS. 1275/EMP-EGS, dated 3rd June 1975)

Manufacture of Kachha bricks (unbaked bricks) has been allowed to be taken up under the EGS for its utilisation in the programme for construction of huts sponsored by the R. & F.D.

(G.R., P.D., No. EGS. 1175/EMP-EGS, dated 7th June 1975)

Charges for sharpening of implement will be borne by the Government. Similarly the gun-powder (explosive material) required for blasting of hard rocks etc., will be provided free of cost to the workers.

(G.R., P.D., No. EGS. 1075/98075/P-4, dated 11th June 1975)

A study Group has been appointed to examine the operation of the task schedule of wages, the difficulties if any experienced in the implementation of the task schedule of rates, the actual wages which are received by workers of different categories of works and different districts and make recommendations for improvements in the rates if necessary after taking into account the norm of work output expected from the workers.

(G.R., P.D., No. EGS. 1075/7304/EMP-EGS, dated 5th July 1975)

The following types of works have also been allowed to be taken up under the EGS.

(a) Comprehensive land development including field channels and field bunds in the command of private and co-operative lift irrigation and minor irrigation projects.

(b) Desilting of village tanks.

(c) Unskilled portion of works of water supply and drainage scheme.

(d) Manufacture of bricks and tiles used as raw material for the rural housing scheme and laterite stone cutting for rural housing in the district like Ratnagiri and part of Kolaba.

(e) Productive works useful for promoting agriculture in 'C' Class Municipal areas.

(G.R., P.D., No. EGS. 1075/EMP-EGS, dated 7th July 1975)

(f) The labour intensive component of Khar Land Development has been allowed to be taken up under EGS.

(g) The Labour intensive component of major and medium irrigation projects such as canal excavation and earth work of dam or reservoir have been allowed to be taken up under the EGS.

(G.R., P.D., No. EGS. 1075/EMP-EGS, dated 7th August 1974)

(h) Labour intensive component of flood control work, which is executed departmentally can be taken up under EGS.

(G.R., P.D., No. EGS 1075 2226, dated 8th August 1975)

(i) The district Collectors / implementing agencies were requested to ensure that the payments under the EGS are paid directly to the labourers and not through the gangmen.

(G.L., P.D., No. EGS. 1675, dated 13th August 1975)]

Instructions have been issued that at every work, a board is displayed indicating broadly the method of calculations of wages for the information of the workers.

(G.R., P.D., No. EGS. 1075, dated 29th November 1975)

If among the workers there are any educated persons, efforts are to be made to utilise the inservices for more intelligent work like Mukadam, measurement clerks, muster clerks etc. Clear instructions have been issued giving examples of calculating the wages on the correct basis of "lead and lift" in the case of EGS works.

(G.R., P.D., No. EGS. 1075, dated 29th November 1975)

If the workers bring their own implements the Collector, have been directed to pay such workers 5 paise per day of its full attendance to the work as additional wage towards hire use and the sharpening charges of the implements brought by such works.

(G.R., P.D., No. EGS. 1075, dated 13th December 1975)

There is neither a minimum nor the maximum limit prescribed for payment of wages to the workers of EGS for their output of work done.

(G.R., P.D., No. EGS. 1075, dated 13th December 1975)]

#### (F) INSPECTION AND SUPERVISION

Under the Government Resolution, Planning Department, No. MIS. 1075/P-I, dated 17th January 1975 and Government Circular, Planning Department, No. MIS 1075/PRG DPP, dated 30th July 1975, Government decided that the District and Taluka Level Committees under

Government Resolution, Planning Department, No. EGS.1074/3616/P-4 dated 20th September 1974 should be deemed to have been abolished with effect from the date of the Circular. In view of this, there now exist Co-ordination and Review Committees for Integrated Development at the District and Taluka Level as are formed under G.R., P.D., No. MIS. 1075/EMP-EGS, dated 17th January 1975.

A State Level Committee under the Chairmanship of C. M. with the Minister of Irrigation, Finance, Industries, Revenue, Public Works and Housing, Agriculture, Rural Development and Labour as Members have been appointed to approve guidelines and to make periodical appraisal of the employment situation in the rural areas of the State on continuing basis.

(G.R., P.D., No. EGS.1575/654/P-4(i), dated 9th April 1975)

An Official Level Committee on EGS. has been constituted in order to review of working of the EGS. from time to time under the Chairmanship of the Special Secretary, Planning Department with the Secretaries of Finance Department, Irrigation, Agricultural and Co-operative Rural and Forest Department, Building and Communication, Rural Development as members.

(G.R., P.D., No. EGS.1575/654(ii)/P-4, dated 9th April 1975)

The Government created posts for the performance audit cell for the various districts in the State for monitoring and inspection of the EGS.

(G.R., P.D., No. EGS.1275/499/EMP-EGS, dated 21st June 1975)

The Special Secretary, Planning Department, requested Secretaries of the various departments to have close watch on the working of the EGS. during their visits and tours etc. through their regional/District Heads.

(G.R., P.D., No. EGS. 1075, dated 9th September 1975)

### (D) TRAINING

Government has decided to organise a training course in manpower budgetting, criteria for selection of works for the EGS., project appraisal, cost benefit analysis etc. for the benefit of officers and office bearers of Zilla Parishads, Panchayat Samitis etc. for planning, co-ordination and implementation with the co-operation and guidance of the Indian School of Political Economy, Lonavala.

(G.R., P.D., No. EGS.1075/P-4, dated 20th May 1975)

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